

STRENGTHENING COMMUNITIES THROUGH HISTORIC PRESERVATION

**PUBLIC REVIEW DRAFT –revised to include the
previously missing *Our Heritage* chapter**

June 9, 2003

Produced for Washington Community Trade and Economic Development, Office of
Archaeology and Historic Preservation by Groupsmith and Betsy Czark & Associates

Note To The Reader

Thank you for taking the time to comment on Washington state's historic preservation plan, *Strengthening Communities Through Historic Preservation*. Your participation in developing this plan is important. The observations we have heard so far during the public participation process have significantly shaped the plan. If you participated in this public process, you should see evidence of your influence as you read this document.

As you review the draft historic preservation plan, please let us know if we have missed any important concern or issue. In particular, please examine the goals and actions in the Action Agenda and let us know if they seem effective and achievable. The actions in the Action Agenda identify specific tasks to achieve over the five-year timeframe of the plan.

Please provide your comments no later than June 16, 2003. There is a comment sheet on the OAHP web page, www.oahp.wa.gov, that may help you organize your response. You may also comment by email, letter, or telephone call. All comments and questions should be directed to Greg Griffith, Deputy State Historic Preservation Officer, at gregg@cted.wa.gov, or 360-586-3073, or P.O. Box 48343, Olympia 98504-8343.

Please note that the look and format of the final version of this document will be very different from the current draft. A graphic designer will format the text for the best readability and photographs of heritage resources and sidebar text of interesting preservation statistics, information, and success stories will be inserted throughout the text.

Thank you again for your interest in preserving our heritage resources. We look forward to hearing from you.

Credits

Plan Steering Committee members' contributions were invaluable in ensuring that our historic preservation plan, *Strengthening Communities Through Preservation*, will make a positive impact on historic preservation in Washington state. Members also demonstrated admirable vision when they created the Preservation Collaborative, which is charged with overseeing the implementation of the plan.

Plan Steering Committee Members

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<i>Teresa Brum</i>	<i>Spokane City and County Historic Preservation Officer</i>
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<i>Jack Williams, Chair</i>	<i>Washington State Advisory Council on Historic Preservation</i>

Those who participated in the public process also share much of the credit for this report. Their comments about the importance of historic preservation and the actions that would most benefit preservation directly shaped this plan.

Special credit also goes to Greg Griffith, Deputy State Historic Preservation Officer, for all his hard work and to all the OAHP staff whose expertise and support helped make this plan possible.

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Any person who believes he or she has been discriminated against in any program, activity, or facility operated by a recipient of Federal assistance should write to: Director, Equal Opportunity Program, U.S. Department of the Interior, National Park Service, 1849 C Street, NW, Washington, D.C. 20240.

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THE VISION

A community's heritage resources tell the story of its unique past; a past that makes it different from any other place. From saw mills to churches, sacred landscapes to archaeological sites, and neon signs to private homes, our heritage resources provide us with a physical reminder and connection to the people and events that helped create who we are today. Effectively preserving these physical reminders of our past creates a sense of place; the result being an interesting and aesthetic environment that instills one with a sense of community pride. While most would agree that community character and history have intrinsic value, the case for preservation often faces opposition when the unavoidable subject of cost arises. However, the strongest case for historic preservation is that it does, in fact, make economic sense. It is precisely by restoring, preserving, and reusing heritage resources that communities can reap monetary rewards.

Preservation as a tool for cost-effective economic development is, increasingly, being recognized as more states conduct studies quantifying preservation's economic benefits. In the past, some policymakers have considered preservation activities to be luxuries, undertaken only in a thriving economy, to be cut when leaner times force a reassessment of priorities. However, new studies demonstrate that preservation can be a powerful economic engine, by creating more jobs, increasing tax revenue, raising property values, and encouraging community reinvestment. Historic preservation is much more than nostalgia; it is a powerful tool for economic development and community revitalization.

The Vision For the Future

Strengthening Communities Through Historic Preservation is a five-year plan designed to strengthen Washington communities by capitalizing on the many benefits of preservation. The future achievements of this plan are made possible through the past accomplishments of the previous state plan, *Historic Preservation Working for Washington: The State Historic Preservation Plan 2000*. The vision for historic preservation, articulated below, will take a step closer to reality each time an action item in this plan is achieved.

In the not too distant future, Historic Preservation will be seen as:

- An essential tool for maintaining a community's unique sense of place
 - A significant source of jobs, income, and tax revenues
 - An important way to understand how diverse peoples and cultures have come together to create the society we know today
 - A broad, inclusive movement that integrates its issues into community decision-making activities so that resources are identified, preserved, experienced, and enjoyed
-

With time and continued effort, the significant benefits of historic preservation will be as commonly known as the benefits of keeping our lakes and rivers clean and pure.

This Plan Belongs To All Of Us

Strengthening Communities Through Historic Preservation is a statewide preservation plan that attempts to effectively address the issues and concerns facing the diverse areas of interest within the historic preservation community. This broad plan cannot be implemented by one agency or organization alone. The Washington state Office of Archeology and Historic Preservation (OAHP) spearheaded the effort to develop the plan, but it is neither within its relatively narrow mission nor tight budget to fully implement it. For this reason the plan was developed with significant input from the public as well as the guidance of the Plan Steering Committee (PSC) whose members represent the diverse preservation interests and distinct geographic areas of the state of Washington. Comments that were generated during the public participation process directly shaped this plan. (See the sidebar on the next page for a description of how this plan was developed.)

To underscore the broad participation necessary to implement this plan, every action in the Action Agenda has a lead implementer: an organization or agency which has volunteered to take the lead on implementing a specific action item. However, these volunteers are simply the leads, they cannot accomplish these actions alone. The entire gamut of organizations and agencies that benefit from preservation are invited to assist lead implementers in achieving their designated action items. Preservation organizations, archaeological organizations, historic commissions, economic development agencies, environmental organizations, arts and business communities, neighborhood associations, developers, local, county, and tribal governments, state agencies, and others interested in preservation, whatever their motive, should view this as their plan and work together to implement it.

Unique Implementation Strategy: Creation of The Preservation Collaborative

A central element of the plan's implementation strategy is the creation of a new collaborative: The Preservation Collaborative. The Plan Steering Committee (PSC), which was formed to develop this plan, determined that creation of a collaboration of preservation interests was necessary to ensure that the plan was fully implemented. The Preservation Collaborative is actually a modified version of the Plan Steering Committee (PSC), the difference is that its purpose is to implement the plan rather than develop the plan. As the PSC did, the Preservation Collaborative membership represents geographic areas throughout the state and includes representatives of local and statewide historic preservation organizations, historical societies, commissions, local and tribal governments, architects, archaeologists, state and federal agencies.

Action! Only Tangible and Achievable Actions Included In This Plan

Determining which actions to include in the Plan's Action Agenda was a long and thoughtful process. The PSC wanted to address the full range of issues and concerns voiced at the public meetings, and yet to honor the strongly voiced desire of all the participants that the actions be achievable and meaningful. Therefore, all actions included in the plan were tested against three criteria to assure that they were realistic and realizable: 1) Does the action effectively address its goal? 2) Is it achievable within the five-year timeframe of the plan? and 3) Is an organization or agency willing to take the lead on achieving it? This process resulted in a set of carefully crafted action items that, when fully implemented, will bring us closer to realizing our vision.

In the final draft, the two text boxes on this page will be incorporated as sidebars within the text of The Vision chapter.

Accomplishments of the Last Preservation Plan

Historic Preservation Working for Washington: The State Historic Preservation Plan 2000, completed in 1995, was Washington State's first comprehensive statewide historic preservation plan. Plan 2000, contributed to a number of significant accomplishments:

- The development of an acclaimed training program that has, to date, trained hundreds of public agency personnel in how to identify, preserve, and manage our heritage resources. OAHP developed this program in cooperation with the Washington State Department of Transportation (WSDOT), Department of Natural Resources (DNR), and the State Parks and Recreation Commission (PRC).*
- The creation of the Pacific Northwest Field School. The Field School provides participants with "hands-on" experience in preservation of historic properties. The Field School is a collaboration amongst the National Park Service, state park agencies in Oregon and Washington, the State Historic Preservation Office in both states, and the University of Oregon.*
- A significant expansion of the volume and variety of information of historic resource information available on OAHP's Geographic Information System (GIS). The work of inputting all the existing inventory information on the GIS is still in progress.*
- OAHP developed a faster and less complicated process for registering an individual historic resource on the State Register, the Washington Heritage Register.*
- Substantially more awareness of cultural resource issues within local planning departments. Much credit for this goes to the tribal governments that have worked to raise awareness of development's impact on sacred places, landscapes, and other significant cultural resources. One sign of this progress is the increase in the number of city and county planning agencies that have information sharing agreements with OAHP. These agreements provide the locations of cultural resources – at least those that OAHP knows about. This knowledge helps to protect resources and provide more predictability in the planning and development process.*

How the Plan Was Developed

One of the goals in developing this plan was to obtain and incorporate the thoughtful comments from a wide range of people, organizations, local and tribal governments, and state agencies. To that end, the following outreach efforts were actively pursued and promoted.

- Six public meetings were held across the state: Bellingham, Vancouver, Richland, Spokane, Olympia, and Seattle.*
- An invitation to the public meetings was distributed to over 1000 preservation-related listserves, organizations, and local and tribal governments. The invitation also encouraged those who couldn't attend meetings to respond to the public meeting questionnaire available on OAHP's web page.*
- Tribal Historic Preservation Officers and other tribal representatives, state agencies, local heritage organizations, and neighborhood groups each participated in targeted workshops designed to obtain their input on historic preservation issues.*
- Responses to all questionnaires and comments from the public meetings were also available on the web for any interested person to read and provide comments. (This information is still available for review at www.oahp.gov.)*
- A draft of this plan was made available on OAHP's web page for public comment. All the public meeting participants and all the venues used to publicize the public meetings were sent an email or postcards to remind them to comment on the draft plan. A press release was also issued encouraging any interested person to review and comment on the draft plan.*

The State Office of Archaeology and Historic Preservation (OAHP) recruited volunteers to form a steering committee to guide development of the plan. The committee members represent our state's diverse historic preservation interests and disparate geographic areas. The Statewide Historic Preservation Plan Steering Committee (PSC), were the final arbitrators of the content and format of this plan.

OUR HERITAGE

Washington's heritage is a mosaic of the different peoples who have lived in our state, from ancient times, right up to the present. It includes a record of the very earliest migrations of peoples who occupied our state immediately after the glacial ice retreated around 12,000 years ago. Our state's heritage is comprised of the Native American peoples who lived here over the millennia, as well as the first Europeans who began arriving in the 1790's. Other pieces of this colorful mosaic include the immigrants who toiled to build the first railroads, in mines and lumber camps, as well as those who followed to farm the vast lands made accessible by the new railroads. Some early settlements gradually grew into larger communities, a few of which grew into cities, fueled in part by increasingly dense transportation networks, in the form of ferry and shipping routes; pioneer trails; transcontinental rail lines, streetcars, and finally by our present vast highway and freeway system. From the pioneers who settled here, to those such as the Klondike gold miners who merely rushed through on their way up to the Yukon, from burgeoning industries, to our permanent military infrastructure, as well as countless others, all are pieces of the mosaic that is Washington's heritage.

This chapter endeavors to describe the various types of heritage resources that illustrate the diversity of our heritage. The following narrative does not begin to do justice to the wealth or diversity of heritage resources found in Washington. For a truly comprehensive description and evaluation of all these resources, please consult the many informative books and articles available at your library or on the Internet. However, for the purposes of this discussion, Washington's heritage resources have been divided into four broad categories: archaeological resources, historic resources, traditional cultural properties, and cultural landscapes. This section begins with a discussion of Washington's survey data and inventory of heritage resources, which are the first steps in preserving our resources.

Survey and Inventory of Heritage Resources

The people who have lived here left behind ample evidence of their existence, in the form of artifacts, structures, sites, and features that we can recognize today. For over 30 years the Office of Archaeology and Historic Preservation (OAHP) has collected such physical evidence through survey data. In fact, the Washington State Inventory Of Cultural Resources, housed at OAHP, is the most comprehensive collection of data on heritage resources in the state. Survey data is sent to OAHP in a variety of formats, all of which are examined and eventually integrated into the Washington State Inventory of Cultural Resources.

Recently OAHP has been scanning all past and recent survey documents in order to create a series of geographic information system (GIS) maps and related databases. The goal of creating this GIS-based information system is to create a comprehensive and efficient means of determining potential effects to archeological and historic sites early on in the process of reviewing development projects. The goal of this work is to eventually provide convenient access to this information via the Internet. Currently, electronic archaeological data is released

to tribal, federal, state and local agencies, upon their signing a memorandum of understanding about the use and privacy of this sensitive information.

Large tracts of land within Washington state have been surveyed at only the most basic level, if at all. In addition, although most of the state's urban areas have been surveyed to some degree, most of this survey data is 20 years old or more. This information is in need of updating and expanding. In the past, OAHP had the funds to sponsor survey projects. Unfortunately, such ample funds no longer exist, although, each year OAHP offers matching grants to Certified Local Governments (CLG) and Tribal Historic Preservation Officers (THPOs) for historic preservation projects, which can include survey projects. Many CLGs and THPOs are taking steps to update and expand survey information within their jurisdictions; however, for the most part this need is going unmet. Which is why one of the goals of this plan, Goal E, is to "Expand Efforts To Identify And Preserve Our Historic Resources", the achievement of which will help address this need.

Archaeological Resources

Archaeology is the scientific study of both prehistoric and historic cultures by excavation and analysis of their artifacts, monuments, and other remains in context. By studying this physical information about past cultures archaeologists can learn about past cultures as well as apply the lessons of those past cultures to contemporary issues. Thus archaeological sites are like a rare book; the reading of which can educate us all, but by virtue of its very are fragile and can be easily destroyed if not treated with care and respect.

People have inhabited the lands that now comprise Washington state since the end of the Pleistocene Epoch, approximately 12,000 years ago. The record of their daily activities, art, economic activities, and spiritual lives is evident in the over 17,000 archaeological sites recorded with the Office of Archaeology and Historic Preservation. The earliest of these records dates from the 1950s. Each month an average of 30 new archaeological sites is recorded with OAHP. Archaeological sites have been discovered in every county in the state, in every environment imaginable. Obviously, the actual number of archaeological sites in Washington is unknown since most probably remain undiscovered, and many are buried deep underground or underwater, or both.

Typical Archaeological Sites Of Western Washington

Throughout time, most human settlements have been located in the immediate vicinity of lakes, rivers, or oceans. Not surprisingly, the abundance of water in Western Washington is matched by an abundance of archaeological sites. As an example, located along protected salt water shorelines of Puget Sound and of Washington are permanent winter villages that are archaeologically visible as large, deep shell middens. These shell middens are composed of a dark organically enriched soil with shell fragments, hand tools, fire cracked rock, and may even reveal rectangular depressions where long houses stood. Most of the shell middens discovered so far date from approximately three thousand years ago. In addition, evidence of short-term campsites associated with Native American fishing, hunting, or gathering activities is typically located on upper river terraces. Many such village and camp sites have been discovered, predictably located in association with water, animal, and plant resources, and on average, they date between 4,000 and 8,000 years ago.

Some less common archaeological sites in Western Washington are pictographs, petroglyphs, and wet sites. A pictograph is an image drawn onto a rock surface with a mixture of pigments that can include ochre, charcoal, or other plant and animal materials. A petroglyph is an image chiseled into a rock surface. These images can be geometric designs or human or animal forms and are often found on prominent boulders along the shoreline or rock outcrops. Wet sites are located in intertidal areas or other salt or fresh water areas in which perishable materials like basketry, wooden artifacts, or wool and hair are submerged, and therefore, preserved. Such sites range in size from the well-known mile-long village of Ozette, to numerous smaller campsites, and intertidal fish weirs.

An archaeological event that has recently been “recognized” is the cultural modification of trees (CMT). These are living cedar trees that have had bark stripped from one or more sides of the tree for use in making baskets or clothing. CMTs are usually found in stands of old growth cedar. Finds of CMTs appear to date back 300 years or more. Obviously, most of this evidence has already been chopped down and removed.

Typical Archaeological Sites Of Eastern Washington

While most residents of Washington today recognize the prior habitation and use of the coasts and forests by Native American populations, there is less recognition of their use of the mountains and arid scablands of Eastern Washington. As in Western Washington, Eastern Washington has archaeological evidence of numerous camp and village sites. One type is the winter pithouse village located along the major rivers such as the Columbia, Snake, Spokane, and Okanogan. Other sites associated with seasonal subsistence include lithic sites and stone tool quarries. Such sites are usually located along tributary creeks and associated ridges and slopes, and are often characterized by the presence of stone outcrops and small stone flakes, the “waste or by-product of stone tool making.

In addition, purposefully stacked rocks in a variety of forms including cairns or alignments are found in many areas. There are a number of different functions attributed to these features. Cairns have served as burial sites to cover and seal human remains. Rock piles in different configurations are also associated with ceremonial and religious activities such as a vision quest. Rock features are also reported to be used in the hunting or driving of game, and in the storage of gathered foods.

A more recent addition to the archaeological site records of inland areas are huckleberry drying trenches. These are sites where huckleberries were dried over smoldering fires to preserve them so they could be stored for winter use. Characteristics of these sites are the presence of low swales and shallow rectangular depressions upon which berry laden mats were placed. A smoldering fire built within a downed log served as the heat source.

Throughout the state, burial or cemetery sites are of special significance and sensitivity. The location and formation of burial sites varied over time and among groups. In some parts of Western Washington, small off shore islands adjacent to villages were used as cemeteries, in other areas of Washington, the deceased were buried on wooded slopes adjacent to villages. Furthermore, isolated burial spots are found in a variety of locations. At the time of early

European American contact, entire villages were decimated by disease and thus became virtual cemeteries. It goes without saying that such areas are to be treated with respect.

Archaeological resources in Washington state are protected by a latticework of federal and state laws. Federal antiquity laws protect historic properties on federal land or when a federal activity is involved. State laws protect archaeological sites on non-federal land. However, despite such protections, the reality of site loss, vandalism and inadvertent destruction is a stinging indictment of the failure of all levels of government to actively pursue the enforcement of these laws.

Historic Resources

Unlike prehistoric archaeological resources, historic resources are usually apparent to the casual observer and represent, quite literally, the building blocks of our communities. While archaeological evidence is found at sites and through artifacts derived from those sites, historic resources or properties are typically buildings, structures, parks, and districts constructed within the more recent “historic” era. The historic era is considered to begin at the time of the first European contact with Native Americans, which in Washington state was in the 1790s. Very few historic structures built prior to 1840 have survived in Washington.

Like archaeological resources, historic properties are continuously being identified and documented. Unlike, archaeological resources, future historic structures are being created now. A building constructed today might be considered to be of historic significance after a period of roughly 50 years. On average, dozens of surveys arrive at the OAHF every week for review and eventual inclusion in the Washington Inventory of Cultural Resources. The inventory includes a wide range of historic property types. As with archaeological resources, many of these properties are under a constant threat by development.

Rural Structures and Landscapes

As development spreads further from urban cores, properties reflecting the state’s agricultural heritage are threatened. Rapidly disappearing, are intact farmsteads with a full complement of associated structures, including barns, chicken houses, sheds, and garages, not to mention intact view sheds of the surrounding landscape. Although all areas of the state are impacted, rural landscapes in the Puget Sound basin, such as the Skagit River delta, face incredible development pressure. An American icon and sentimental favorite, Skagit Valley barns seem to be particularly vulnerable to loss due to rot, exposure to the elements, functional obsolescence, and the high cost of maintaining them.

Industrial Buildings

Lumber mills, mine ore concentrators, processing plants, shipyards, and other heavy manufacturing facilities are rapidly dwindling in numbers due to the nation’s shifting economic base, new technologies, and ever increasing demands for environmental accountability. Historic canneries, once prominent in many Puget Sound and Columbia River port communities, have all but disappeared. In addition to hazardous waste concerns, the remote locations of historic industrial properties makes it more difficult to preserve them, since the population in these remote areas is unable to support the adaptive reuse of these buildings. Mining-related properties are a prime example of this problem. In some instances, documentation of industrial

facilities before demolition, including the expert identification of machinery and equipment, is helping to mitigate these losses. In other cases, adaptive reuse has been successful. Gas Works Park in Seattle employed an innovative approach to reusing an industrial facility for recreation. At the present time, Gas Works Park has a double historic significance. In addition to its obvious reuse as a city park, it not only represents an early 20th century industrial site, but also a type of late 20th century landscape design that illustrates a new concept at the time: the reclamation of industrial sites.

Recreational Properties

In a state with such a bounty of natural scenic gifts, it only stands to reason that there should be numerous properties that exemplify Washington's outdoor recreational heritage. These properties include cabins, lodges, camps, parks, trails, gardens, and the landscapes in which they were constructed. Significant strides are being made to protect these historic properties in National, State, and local park systems. Notable examples include the rehabilitation of the Vista House at Mt. Spokane State Park and the designation of sites along the Columbia River associated with the Lewis and Clark expedition.

Transportation Infrastructure

The construction of a transportation infrastructure can negatively impact heritage resources as well as, potentially, become a heritage resource itself. Increasing attention is being focused on the historic significance of the state's transportation infrastructure. For instance, in 2006 the nation's Interstate highway program will be 50 years old, and as a result, roadways associated with this massive transportation public works project may be eligible for listing in the National Register. This means that preservationists and federal, state, and local agencies will need to come to terms with how to manage Washington's Interstate highway routes, while at the same time recognizing the historic significance of the system. A preview of this potentially passionate dialogue can be seen in the form of the increasingly heated debate over the future of Seattle's Alaska Way Viaduct. Built in 1952, the Viaduct is the state's only example of a double-decked arterial, similar to those constructed in other urban areas during the same time period. Although the Viaduct is likely to be removed during the five-year timeframe of this plan, debate over what replaces it will likely grab much public attention and debate.

Not surprisingly, historic bridges are a much more widely recognized historic transportation resource than are the roadways themselves. The Washington State Department of Transportation (WSDOT) has been a leader in surveying, and in some instances listing historic bridges in the National Register. Beginning in the early 1990's, several state-owned bridges were added to the Register, including such spans as the Deception Pass Bridge in Island County, the Longview Bridge in Cowlitz County, and the F Street Bridge in the community of Palouse in Whitman County. This early survey and nomination effort has served as a planning tool for the state and communities in recognizing and protecting notable spans.

Historic Districts

A historic district is a collection of buildings and landscapes whose arrangement takes on an identity and significance greater than that of the individual components. Because historic districts hold a variety of historic properties, they represent our heritage better than one or two historic buildings isolated within a modern streetscape. During the public participation process of this plan, surveying and registration of historic districts was generally considered to be an

essential planning priority. Those who participated in the public process stressed that the listing of districts in the National Register or particularly in a local register, as well as preservation-oriented land use planning and incentives is necessary to achieve the goal of historic preservation. Examples of recent listings in the National Register include the North Slope Historic District in Tacoma and the working class Hillyard neighborhood of Spokane. As of this writing, additional historic districts are being considered for listing in downtown Pomeroy and in Olympia.

Historic Properties of the Recent Past

Discussion of the state's historic built environment would not be complete without acknowledging a growing public interest in historic properties of the recent past: to be specific, the post World War II era. Such property types include those associated with America's roadside culture, such as motels, drive-in restaurants, gas stations, and auto dealerships. However, interest in the recent past goes beyond pop culture to include modernist skyscrapers, shopping centers, churches and suburban housing tracts. Specific examples include properties associated with the 1962 Seattle World's Fair such as the Monorail, Space Needle, Key Arena, and other structures built for the World's Fair. In Richland, there is growing appreciation for the many so-called Alphabet Houses that grace this planned mid-20th century community. Just outside Richland, discussion and debate continue as to how to manage Hanford Site properties historically associated with the Manhattan Project and the Cold War Era. Preservationists as well as affected Native American tribes are working to be a part of the debate about what to preserve at Hanford since it has implications for a number of groups and resources.

Traditional Cultural Properties

The significance of traditional cultural properties (TCP) derives primarily from historic cultural beliefs or customs, the practice of which may or may not continue today. A traditional cultural property may be a distinctive natural place, such as a mountaintop, or a historic environment, such as an ethnic neighborhood, or it may simply be a place with significant historic value to a specific ethnic or cultural group. The previous use and historical association of such properties can be demonstrated through historical documentation but more likely it is recorded through tradition or oral history. Because traditional cultural properties may have a spiritual rather than a physical significance, it may be impossible for outsiders to identify such sites.

Traditional cultural properties in Washington state are usually associated with one or more Native American tribes. There are twenty-nine federally recognized tribes residing in Washington and over a dozen tribes in adjacent states and Canada that once resided in what is now Washington State. All have traditional cultural properties within Washington. Native American TCPs are located across the state. These sites reflect a range of human activities from economic and subsistence locales such as camas grounds, fishing locales, berry fields, and tribal and individual religious areas.

Knowledge and inventory of traditional cultural properties are still in the beginning stages. The National Historic Preservation Act applies to TCPs in the same way that it applies to archaeological sites or historic structures.

Cultural Landscapes

Cultural landscapes are rapidly gaining recognition as a distinct property type worthy of protection. Some cultural landscapes, like traditional cultural properties, are most often associated with Native Americans and their closely held cultural values. These landscapes may represent physical manifestations of important religious beliefs, traditional stories or legends, as well as recognized sources for materials important to Native American culture. Cultural landscapes may also include traditional cultural properties, and by circumstance, heritage resources not related to traditional cultural values. As with TCPs, sensitivity to the often sacred nature of these resources is fundamental to preservation.

The term cultural landscapes also encompass landscapes that derive their significance from illustrating how people have manipulated the landscape to fit their needs. These cultural landscapes, sometimes also called historic landscapes, may range from large tracts of land and significant natural features to formal gardens of less than an acre. These landscapes are often overlooked, taken for granted, or misunderstood as natural resources. Examples of recognized cultural landscapes in Washington are Ebey's Landing on Whidbey Island, the Columbia River Gorge National Scenic Area, Lewisville Park in Clark County, residential settings such as the James G. Eddy House and Grounds in King County, and campuses such as the State Capital District in Olympia, and the Hutton Settlement District near Spokane.

This sidebar will be placed within this chapter in the final version of this plan

The terms "heritage resources" and "historic preservation" in this plan refer to all types of resources: archaeological sites, historic properties, traditional cultural properties, cultural landscapes, and so on. Often when discussing historic preservation and historic or heritage resources, people make a distinction between the historic properties and archaeological sites. However, both categories of resources represent our heritage, therefore, in this plan those terms are used inclusively.

TANGIBLE BENEFITS OF PRESERVATION

Investing in historic preservation provides real and significant economic benefits. In the past, the economic benefits of preservation were not fully appreciated. Only recently, in a handful of states such as Maryland, New Jersey, North Carolina, Texas, and Virginia, has comprehensive data on the economic impacts of preservation been collected and analyzed. Each of these states has been pleased to discover not only preservation's positive economic impact, but that it compares favorably with other investment strategies. Historic preservation is much more than the rehabilitation of deteriorating buildings; it is a proven partner in developing local economies.

Rehabilitation And Adaptive Reuse of Historic Buildings

Adaptive reuse of buildings is a key element of using historic preservation as an economic development strategy. Not only does the labor and materials used during rehabilitation have a positive impact on the economy, but adaptive reuse to serve a current community need contributes greatly to downtown revitalization.

The economic impacts of preservation extend far beyond the initial dollars spent. Like all good public investments, the initial expenditure has a ripple effect, so that the economic impact is far greater than the initial investment. Often large-scale historic preservation efforts are triggered by modest initial public investments and incentives, which open the doors to greater private investments.

- ***Historic rehabilitation creates more jobs and tax revenue than the construction of new roads or buildings.*** Rehabilitation adds more jobs than new construction, not because rehabilitation is more expensive, but because it is more labor intensive. According to the economic impact study done for the State of Michigan, rehabilitation projects have up to 70 percent of total project cost devoted to labor, compared to 50 percent in new construction.

The landmark New Jersey study, Economic Impacts of Historic Preservation, developed conservative "recipes" for assessing the economic impact of historic preservation. For example, for every \$1 million dollars spent on nonresidential historic rehabilitation 38.3 jobs, \$1,302,000 in income, and \$202,000 in taxes is generated. The same amount spent on new nonresidential construction generates 36.1 jobs, \$1,223,000 in income, and \$189,000 in taxes.

- ***Results in more local jobs and business for local suppliers.*** Due to the nature of rehabilitation work, it relies on local craftspeople and suppliers. New construction involves more off-site assembling that uses fewer workers and is often done out-of-town or even out-of-state. Of course, the income earned by these local workers and tradespeople has a multiplier effect on the economy since those same workers and business owners spend their money locally.
- ***Less impact on the environment and on infrastructure and reduction of sprawl.*** New development requires the expansion of basic infrastructure and services such as roads, water, sewage, utilities, and fire and police protection. In contrast, by rehabilitating our historic neighborhoods and downtowns we experience growth without the corresponding

increase in expensive services and infrastructure. Although services in historic areas may need upgrading, it is certainly less expensive, less damaging to the environment, and results in less sprawl than expanding services to new areas on the urban fringe.

- ***Plays a central role in downtown revitalization strategies.*** Downtown revitalization almost always involves heritage resources, since today's downtowns typically evolved from the sites of the earliest settlement and are the traditional hearts of local commerce. Even in smaller towns, the "main street" commercial area is where the older public and institutional buildings, such as city halls, post offices, banks, social halls, and churches can be found.
- ***Less neighborhood opposition and shorter permit review times.*** Neighborhoods are much less likely to oppose a project to restore a building that has been in place for 50 or more years than they are to the construction of a new building. Because of this and the greater number of issues under review in a new construction project, rehabilitation projects enjoy a shorter permit review and the subsequent cost savings.

Heritage Tourism

Paradoxically, it is the intangible benefits of historic preservation, a sense of place, community pride, and a culturally and visually rich environment that make possible one of its most significant tangible benefits: Heritage Tourism. The National Trust for Historic Preservation defines heritage tourism as "traveling to experience the places, artifacts, and activities that authentically represent the stories and people of the past and present."

According to a recent study by the Travel Industry Association of American

- ***The heritage traveler spends more, does more and stays longer than other types of tourists.*** The heritage or cultural traveler spends, on average \$722 per trip, compared to \$603 for all US travelers; is more likely to participate in a wide range of activities, with shopping at the top of the list, 44% vs. 33%; and they stay 4.7 nights vs. 3.4 nights on average.
- ***Visiting historic and cultural sites is second only to shopping for people on vacation.***
- ***One in three international visitors to the U.S. tours a historic or cultural attraction***

Not every community has great natural wonder or a rich legacy of historic buildings; however, most have tourism potential. Although, residents often take their everyday environment for granted, a majority of communities do have a physical legacy that provides their community with its unique character and identity. Communities that take the time and effort to identify, preserve, and promote their physical legacy in a sustainable manner will enjoy a multitude of benefits.

- ***Heritage tourism creates jobs and business activity.*** A number of business and employment opportunities result from heritage tourism, both to serve the tourist directly, and to serve those who cater to tourists.

A West Virginia study, found that, during 1996, heritage tourist expenditures created 390 jobs in businesses directly serving tourists and another 130 jobs as an indirect result of tourist activity for a total employment impact of 520. These 520 employees earned \$8.2 million dollars for their

work. Businesses did \$15.4 million worth of sales with the tourists. Combining the direct and indirect impacts, heritage tourism created an additional \$46.7 million in business volume.

- ***Revitalizes downtowns and reduces sprawl.*** Communities that recognize the tourism benefits of maintaining the vitality and authenticity of communities' historic commercial cores, take steps to ensure their maintenance. The usual results are attractive downtowns that draw both tourists and locals to shop, dine, and enjoy the revitalized surroundings. These same policies that revitalize the downtown are also policies that carefully control the development of competing commercial areas such as big box retail, malls and strip malls, both in town and on the urban fringe.
- ***Heritage tourism uses assets that already exist.*** Often these assets need preservation or restoration, but it is the stories and structures of the past that are the foundation for creating a dynamic travel experience. As economic development expert Don Rypkema says, "Nobody goes anywhere to go down a waterslide or buy a tee-shirt. They may do both these things, but that isn't the reason they went there." By capitalizing on the historic assets of a community, it will become an attraction in and of itself, and won't need to create tourist attractions out of whole cloth.

The key to sustainable heritage tourism is the careful maintenance of the authenticity of an area. Communities must guard against becoming "tourist traps". In order to create a sustainable tourist destination, communities cannot allow new development to shape the character of the community; it is the unique character of the community that must shape the new development. If a destination is too crowded, too commercial, or too much like everywhere else, then why should a tourist visit it? This is why local planning, zoning, and design standards are critical to communities with heritage resources.

Local Historic Designations

Many people believe that listing a resource on the state or federal register protects it from being significantly altered or demolished. It does not. Such programs are honorary distinctions, but they provide few protections. However, when a local government creates a program to designate a property or neighborhood as "historically significant", it is usually accompanied by controls that protect these resources. The protections required by local historic designations allow communities to experience significant economic benefits.

- ***Protects the architectural and historic character of buildings or neighborhoods.*** Local historic designation programs usually require design review of major activities such as demolitions, significant remodeling, and new construction in order to prevent incompatible development and to protect the integrity and distinctive characteristics of historic areas. For example, such a review might prevent the demolition of a historically or architecturally significant building, or require a new infill project to conform to specific height and design standards to insure compatibility with surrounding historic buildings.
- ***Greater property value appreciation than comparable non-designated areas.*** The fact that both residential and commercial property values increase in historic districts has been demonstrated by studies across the country, in communities that vary greatly in

population and economic health. Typically, property value appreciation rates are greater in designated historic districts than non-designated areas, occasionally they are the same, but in no instance are the rates of appreciation lower. It is the design review requirements of designated historic programs, which are responsible for this difference in value.

For example, a South Carolina study found that in the city of Columbia, house prices in local historic districts increased 26 percent per year faster than the market as a whole. A Georgia study found that during a 20-year period, the average assessed value of properties in historic districts in Athens, Georgia increased by nearly 48 percent, compared to only 34 percent for properties in comparable non-designated areas.

- ***Encourages reinvestment.*** Not only do these higher property values generate increased property taxes for local governments, they also encourage additional private investment. For instance, in 1988, Denver created the LoDo historic district, which at the time was a depressed commercial and warehouse area. Since then it has experienced dramatic redevelopment activity: the rehabilitation of dozen of neglected warehouses; the establishment of a new major ballpark; the opening of dozens of restaurants, galleries, and nightclubs; and the creation of hundreds of new housing units.

TRENDS AND ISSUES AFFECTING HISTORIC PRESERVATION

There was much discussion at the public meetings about issues and current trends that are either providing significant opportunities for historic preservation or that may negatively impact preservation efforts. In this section, we explore the most significant of those trends and issues. As much as possible, the Action Agenda of this Plan responds to these trends and issues.

Increasing Interest In Heritage Tourism

According to a recent study by the Travel Industry Association of America, visiting historic and cultural sites ranked second to shopping in the list of activities engaged in while on vacation. The trend for those interested in our heritage is to experience real historic places, not just visit museums. Baby boomers in particular wish to experience history through travel, visiting the authentic places where significant events occurred or made relevant contributions to the development of America. Even international visitors to the United States want to experience America's heritage. One in three tour a historic or cultural attraction during their vacation. The potential for heritage tourism to help fuel economic prosperity and community revitalization is enormous. One of the tools OAHF currently has to help communities realize their heritage tourism potential is its Downtown Revitalization Program.

Growth And Development

Growth can be beneficial for a community. However, safeguards are needed to ensure that the impacts of growth do not negatively affect cultural resources or the vitality of a community's historic commercial district. Washington state's population has grown by approximately 21 percent in the last 10 years (compared to 13 percent nationally). Even with the recent recession, growth has not slowed much. According to the State's Office of Financial Management, Washington's population is expected to increase 28 percent by the year 2026.

This growth has resulted in suburban sprawl as well as increased density within existing developed areas. Both types of development can impact the preservation of heritage resources. As development happens on the fringe of a community it can destroy or detract from various heritage resources such as sacred Native American landscapes, cemeteries, historic bridges, the remains of an 1860 homestead or a Native American winter pithouse village. The occurrence of inadvertent discoveries of archaeological remains, burial sites, and tribal resources are an especially challenging impact to avoid. These impacts are a concern not only during the construction of buildings but of roads and transit systems as well.

One type of suburban sprawl development that is occurring more and more is the construction of big box retail (e.g., Costco and Wal-Mart). In smaller communities especially, this large-scale retail building not only impacts any cultural resources on or surrounding the development site, but also can draw customers and businesses away from the communities' historic commercial core. It is widely recognized that mall and big box retail development on the outskirts of towns,

has sapped the commercial viability and vitality out of many towns, small cities, and even some larger cities. With the growing recognition that heritage tourism is a strong vehicle for economic growth, big box retail development must be carefully controlled so that the vitality and authenticity of the historic downtown is maintained.

Development that increases density in the urban core, although a good alternative to sprawl, can negatively impact heritage resources. This is especially true when combined with the pressure to develop property to its “highest and best use”, as defined by real estate developers and tax assessors. Without proper consideration and incentives, lower density historic buildings and sites can be demolished or radically altered. However, achieving the multiple objectives of limiting sprawl while still allowing density in the urban core, developers to prosper, and the preservation of our heritage resources is possible. Encouraging the adaptive reuse of historic buildings, especially when combined with tax incentives, is one way to accomplish this. It is a method that can also revitalize historic neighborhoods. Washington state has two excellent tools that communities can adopt to achieve these objectives: The Washington Historic Building Code and Washington’s Special Valuation Program, which allows historic property owners to improve their property without paying the property tax on those improvements for 10 years. A couple of examples of successful adaptive reuse in Washington state are the City of Spokane’s conversion of an old steam plant into a vibrant retail and office center, know as Steam Plant Square, and the city of Pasco’s relocation of its city hall to an historic high school.

There were many suggestions at the public meetings about how to mitigate the impacts of growth and development. Most of the suggestions involved integrating historic preservation concerns into land use decisions, regulations, and development processes. There are a number of tools to help do this. For instance: Adopting various flexible zoning techniques, using an archaeological site sensitivity modeling technique to predict the location of archaeological sites, adopting transfer of development rights for historic sites, requiring cost-sensitive design guidelines, and clarifying the role of tribes in the development process and land use decisions, especially on traditional lands.

Reduced Funding And Limits On Government Spending

The State’s current budget crisis has reduced funding for all preservation efforts. However, even when this financial crisis passes, preservation efforts will be limited by growth restrictions on the State’s expenditures. Initiative 601, as passed in 1993 and modified in 2000, restricts the growth of the State’s general fund expenditures to a “fiscal growth factor” which is based on a three-year average of inflation plus population change. Therefore, the potential for expanding funding to further the goals of preservation will be severely restricted as long as this limitation remains in place. Such funding constraints emphasize the need for the private sector, non-profits, local and tribal governments, and state and federal government agencies to work together to facilitate the implementation of this historic preservation plan.

Washington’s Increasingly Diverse Population

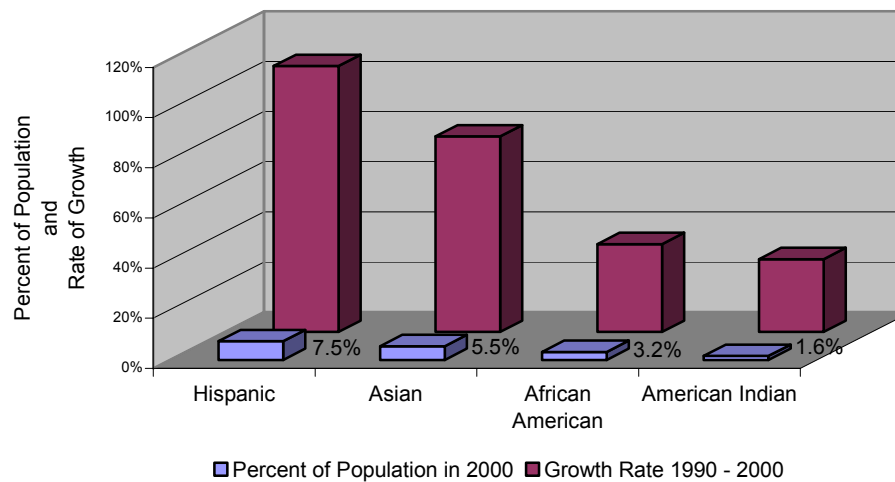
Not surprisingly, Washington state’s current population is more ethnically and racially diverse than it was in 1990. According to the U.S. Census, Washington’s non-white and Hispanic population currently represents 21 percent of its population versus 13.2 percent in 1990. (This percent includes Hispanics as minorities, even those that designated themselves as "white".) In

2000, Hispanics represented 7.5 percent of Washington’s population, Asians 5.5 percent, African American 3.2 percent, and American Indian or Native Alaskans 1.6 percent.

Washington’s minority population has been growing at a faster rate than the population as a whole. Of the minority groups, the Hispanic population showed the most notable gain with an increase of 106 percent (from 214,570 to 441,509). When the U.S. Census 2000 racial data is adjusted to the 1990 categories for comparison, the state's largest non-white population, Asians and Pacific Islanders, increased by 78 percent, to a total of 375,832. The African American population increased by 35 percent, reaching 201,262 and American Indians, Alaskan Natives and Aleuts increased to 104,836, a gain of 29 percent.

Washington State’s Minority Populations

Percent of Population and Rate of Growth



Source: U.S. Census, 1990 and 2000. Note: The US Census category, American Indian, as depicted, includes American Indians, Alaskan Natives, and Aleuts. The US Census category, Asian, as depicted, includes Asians and Pacific Islanders.

Washington’s minority populations are not distributed evenly across the state. For example, Hispanic residents are concentrated in central Washington. If seen on a map, those counties with a Hispanic population greater than 10 percent would form a rough vertical swath through the middle of the state (i.e., Okanogan, Skagit, Chelan, Douglas, Grant, Yakima, Adams, Benton, Franklin, and Walla Walla Counties). The four of those counties with the highest percentage of Hispanics are Adams and Franklin counties both with over 45 percent Hispanic population and Yakima and Grant counties both with over 30 percent. The Puget Sound counties of King, Pierce and Snohomish, are each only about 5 percent Hispanic; however, their Hispanic population is significant: notably King (95,242 persons), Pierce (38,621), and Snohomish (28,590).

Especially given the increasing diversity of Washington residents, the historic preservation community must dispel a common misperception that preservationists are mostly wealthy white people. People of diverse ethnicities and races helped to create the Washington we know today.

It is essential that the significant historical contributions of Washington's racially and ethnically diverse residents become better known. The historic preservation community must ensure that it is broad-based enough to reflect the interests and encourage the participation of all Washington residents.

“The Information Age”

Participants at the public meetings were very excited by the potential for the Internet to energize the historic preservation movement by providing easy access to information and technical assistance. At the same time, they also lamented the poor availability of important preservation information on the web. Many people expressed a desire for a web travel guide of the heritage resources and events in our state as well as a need for a web clearinghouse to help individuals, city planners, and non-profit preservation organizations easily obtain answers to their historic preservation questions. There are several actions in the Action Agenda designed to expand on the electronic availability of helpful preservation information.

Partnerships As A Means To Preservation

Preservation benefits almost everyone. The trick is to get everyone involved. In fact, preservation will not be completely effective until a broad range of people is involved. Today's preservationists must identify those groups who can potentially have the most significant impact on on-going preservation efforts, promote the particular benefits of preservation for those parties, and forge partnerships based on mutual benefits. Some possible partners in preservation efforts are neighborhood associations, the arts and business communities, real estate agents, developers, bankers, architects, engineers, universities and community colleges, local and tribal governments, state and federal agencies, preservation and archaeological organizations, historical societies, foundations, heritage museums, and historic commissions.

Incentives And Regulations To Protect Resources

An issue that arose time and again at the public meetings was the need for regulations and incentives to be improved and to be more effectively implemented. In particular, people were adamant that state environmental protection act (SEPA) must be enhanced to better protect our cultural resources, that jurisdictions and building code staff need to be more aware of the existing flexibility of the state historic building code (HBC) and the option to adopt those codes, and that both new and improved incentives are necessary to facilitate preservation, especially for archaeological sites. Many of the actions in the Action Agenda strive to address this issue.

ACTION AGENDA

Throughout the public participation process, a common theme was heard, “enough talk, we want action.” Furthermore, the participants demanded that the preservation plan’s proposed actions be tangible, achievable and with quantifiable results. This Action Agenda strives to honor those requests by the public.

The Action Agenda is not wish list of policy statements and objectives to facilitate historic preservation. Rather it is a carefully chosen selection of goals and actions that correspond both to the critical concerns voiced at the public meetings and to the limited resources available within the historic preservation community to implement the plan. When fully implemented, the Action Agenda will have brought us closer to realizing the plan’s vision.

Note to Reader: The Plan Steering Committee is still negotiating about which agency or organization will take the lead on implementing each action item, as well as the target date for accomplishing the action. In the final draft of the plan, a lead implementer and target date will be identified for each action item in the Action Agenda.

GOAL A

INCREASE USE OF HISTORIC PRESERVATION AS AN ECONOMIC DEVELOPMENT AND COMMUNITY REVITALIZATION TOOL

Promote Historic Preservation As An Economic Development Tool

1. CTED will conduct a coordinated and concerted effort to promote historic preservation as an economic tool. At a minimum, it will provide the resources and support to accomplish the following three actions:

- a. Conduct a study on the statewide economic impacts of historic preservation. Use this and other information to promote preservation statewide as an economic development and revitalization tool.

Lead implementer:

Target year:

- b. Investigate ways of fostering greater cooperation and interaction among the historic preservation community and the State’s Economic Development Division. Emphasize an approach that capitalizes on the skills and expertise of all participants.

Lead implementer:

Target year:

- c. Identify and promote opportunities for greater interaction and cooperation between the State's Downtown Revitalization Program, OAHP, and statewide preservation efforts.

Lead implementer:

Target year:

Facilitate Heritage Tourism Across The State

2. Develop a heritage tourism program within the State Tourism office. The purpose of this program will be to increase heritage tourism opportunities throughout the state. For example, it will accomplish the following.

- a. Establish a data collection mechanism that will regularly collect information illustrating the popularity of heritage tourism and its impact on local economies. The Tourism Office will use this data to promote heritage tourism.

Lead implementer:

Target year:

- b. OAHP and the State Tourism Office will work together to create a web-based tool kit to help jurisdictions develop heritage tourism. This tool kit will contain information about incentives, funding sources, marketing and promotion, principles of sustainable tourism, potential partners, and how to identify community resources that can be of interest to the heritage tourist.

Lead implementer:

Target year:

- c. As a joint venture, the State Tourism Office, OAHP, the National Park Service, and the Washington Trust will create a web-based travel guide of heritage-related day-trip and vacation ideas throughout the state. This guide or travel itinerary will be regularly updated.

This guide will include a wide range of information such as: historic sites, districts, events, volunteer opportunities at archaeological digs or preservation efforts, museums, and presentations.

Lead implementer:

Target year:

Create incentives for preservation

3. Allow an exemption of sales tax for the rehabilitation of historic buildings in order to encourage their maintenance and adaptive reuse.

Lead implementer:

Target year:

4. Allow property tax assessments based on actual use of historic property rather than highest economic use. Without this incentive, the tax burden sometimes results in the demolition of historic buildings.

Lead implementer:

Target year:

5. Encourage the state and counties to adopt property tax and other incentives for owners of archaeological sites.

Lead implementer

Target year:

GOAL B

ADVOCATE TO PRESERVE OUR HERITAGE

Develop A Unified Voice For Historic Preservation Issues

1. Develop an annual legislative agenda both for and by the historic preservation community. Lobby on both the state and federal level.

Three examples of regulation improvements that would better protect our heritage are: 1) enhance SEPA to better protect cultural resources. At this time, SEPA's ability to help protect cultural resources is marginal at best. 2) More flexible transportation standards for historic bridges, roadway elements, roads, and parking requirements so that impacts on heritage resources can be lessened. 3) Change the school funding formula to promote the preservation of historic buildings.

Lead implementer:

Target year:

2. As soon as possible, hire a statewide preservation advocate dedicated to furthering historic preservation's legislative agenda and other preservation issues. Historic preservation advocacy organizations and the lobbyist, once hired, should strive to have the necessary legislation enacted to fully implement this plan. In particular, actions 1, 6, and 7 within this goal (Goal B) and Goal A actions 3-5.

Lead implementer:

Target year:

3. Inform the historic preservation community and other interested parties of relevant bills and issues and their impacts. Coordinate and inform the historic preservation community of opportunities for commenting on pertinent bills and how to appropriately respond to the various issues.

Lead implementer:

Target year:

4. Create an annual Historic Preservation Day during the legislative session, beginning in 2005.

Lead implementer:

Target year:

Develop New and Improved Funding Sources for Historic Preservation

5. Identify and develop a stable source of funding for OAHP and local historic preservation programs.

Some possible sources to explore are: a special historic preservation license plate, document recording fee, Lotto revenue, bond-based trust fund, and others.

Lead implementer:

Target year:

6. Identify and develop funding sources for both a public and private grant source as follows:

- a. Develop a preservation project grant program that would be administered by OAHP. This program would include funding for brick and mortar projects.

Lead implementer:

Target year:

- b. Expand the funding for the Washington Trust for Historic Preservation's Washington Preserves Grant Program.

Lead implementer:

Target year:

GOAL C

STRENGTHEN CONNECTIONS INSIDE AND OUTSIDE THE PRESERVATION COMMUNITY

Help Create A More Cohesive Historic Preservation Community

1. Create more opportunities for the widely diverse interests within the historic preservation community to share information and to discover their common ground. These opportunities will include the following two actions:
 - a. Create an annual preservation and archaeological conference designed to promote attendance from the full spectrum of interests within preservation. The purpose of the conference will be to facilitate information sharing and networking among these diverse interests.

Lead implementer:

Target year:

- b. Encourage the expansion of historic preservation conferences and programs, as appropriate, to include both participation by and information about the various fields within the historic preservation community. A wide range of groups should embrace this type of action: OAHp, historic preservation organizations, commissions, historical societies, archaeological organizations, and other historic preservation-related entities.

Lead implementer:

Target year:

2. Create a listserve to facilitate communication and information sharing within the historic preservation community.

Lead implementer:

Target year:

Create And Strengthen Partnerships For Preservation

3. Increase partnerships with a range of groups that are positively impacted by historic preservation and/or can negatively affect cultural resources. At their forums, make presentations to these groups about preservation issues and how we can work together for mutual benefit. Explore creation of funding mechanisms to support such partnerships. Possible partnerships could target: land trusts, the arts community, affordable housing developers, environmental organizations, economic and community development interests, tribal governments, local governments, and state and federal agencies.

Lead implementer:

Target year:

4. Initiate regular meetings among state, local, and tribal governments to discuss tribal cultural resources and to facilitate information sharing, coalition building, and State Historic Preservation plan implementation. At each of these meetings offer workshops on specific topics of concern. These meetings should occur at least every other year and their location should alternate between eastern and western Washington.

Lead implementer:

Target year:

Increase Ethnic and Racial Diversity Within the Preservation Community

5. Develop a strategy to actively involve diverse ethnic and racial groups. This will include the following four components:
 - a. Work with minority communities to help make the connection between their social histories and Washington's built environment.

Lead implementer:

Target year:

- b. Create internship programs open to ethnic and racial minority students interested in pursuing a career in preservation.

Lead implementer:

Target year:

- c. Cultivate a network of speakers to make presentations about Washington's diverse heritage. These presentations should be made to a wide range of audiences such as the Elks, chambers of commerce, trade associations, union chapters, and church groups. When promoting the presentations, appeal to a wide range of interests, not just those most likely to be interested in the contributions of a particular minority group.

Lead implementer:

Target year:

GOAL D

INTEGRATE PRESERVATION PRINCIPLES INTO LOCAL LAND USE DECISIONS, REGULATIONS, AND THE DEVELOPMENT PROCESS

Promote Historic Preservation As A Sustainable Development And "Smartgrowth" Tool

1. The State's Growth Management Division will revise its literature and web site so that historic preservation is more universally listed as both a tool and benefit of Smartgrowth.

Lead implementer:

Target year:

2. OAHP will work with Washington State Growth Management Division to create a planner's tool kit that emphasizes the compatibility of preservation, anti-sprawl and sustainable development goals. The tool kit will be accessible through both OAHP and the Growth Management Division's web sites. As much as possible, the tool kit will be comprised of existing quality information. Promote and advertise the toolkit.

The toolkit will include a wide range of information that strengthens local control of cultural resources and provide a more predictable development process. The State of Massachusetts' Tools and Techniques for Preservation Used by Communities in Massachusetts has some good examples of various zoning techniques, critical area ordinances, and other tools to protect community cultural resources. At a minimum, the tool kit should include the following information, or how-to-guides:

- a. *Create historic districts and other local historic designations. Only local historic designation programs have the teeth to protect resources. A listing on the State and National register is an honorary distinction and offers no protections.*

- b. *Adopt, or modify existing, transfer of development rights programs to include historic sites as allowable sending areas. This will protect historic sites from development by providing the property owners with a financial incentive through the sale of historic sites' development rights.*
- c. *Require an economic, as well as a traffic and environmental, impact analysis for all new, large retail store, or large retail store expansions. Bozeman, Montana requires such an analysis for all new retail stores over 50,000 square feet. This will help communities protect the economic vitality of their historic commercial centers.*
- d. *Encourage adaptive reuse and rehabilitation of historic buildings. Adaptive reuse of buildings and rehabilitation is central to historic preservation as an economic development strategy. Jurisdictions can foster this activity by taking the following steps:*
 - i. *Adopt the Washington historic building code which provides flexibility in how historic buildings comply with the American Disabilities Act as well as fire and safety requirements.*
 - ii. *Incorporate into the building code the option to have a single egress in historic commercial buildings that have existing or potential residential spaces over the ground floor commercial space. Current building codes require two egresses, something that can be very difficult to accommodate within historic commercial buildings. The state of California has modified its building codes to allow a single egress in a safe manner. The city of Seattle allows a single exit option for residential structures. The option is based on NFPA 101, a national fire prevention code.*
 - iii. *Implement cost-sensitive design guidelines that help make rehabilitation and affordable housing achievable as well as helping to ensure that new or rehabilitated buildings are compatible with their surroundings.*
- e. *Adopt flexible zoning techniques and tools such as site plan review, and cluster or open space, backlot, overlay and flexible development zoning.*
- f. *Work together with tribal governments to clarify the tribal role in local land use decisions and the development process, especially on traditional lands. In particular, tribes should have opportunities early in both the land use decision and development process to warn of potential or actual resources on a site/area and to voice their concerns.*
- g. *Get historic commissions actively involved in land use decisions and the development process. Historic commissions should be consulted early in the development process, especially if a development site is located within a historic district. Such consultation can prevent the demolition of historically or architecturally significant buildings, or in the case of infill development, prevent construction that is not compatible with surrounding historic buildings.*

Lead implementer:

Target year:

3. Develop and implement a comprehensive archaeological site sensitivity modeling technique designed to predict the locations of archaeological sites statewide. Educate local planning staff on its purpose and proper use.

Lead implementer:

Target year:

GOAL E

EXPAND EFFORTS TO IDENTIFY AND PRESERVE OUR HERITAGE RESOURCES

Identify Our Heritage resources So We Can Better Protect And Enjoy Them

1. Develop dedicated funding sources and/or more funding for ongoing heritage resource surveys throughout the state, especially in under-surveyed or at-risk regions.

Lead implementer:

Target year:

2. Encourage communities to conduct comprehensive surveys of cultural resources by informing them of existing funding sources, suggesting partnerships with universities/colleges, and encouraging counties to levy a hotel/motel tax and to apply the funds available from this tax to surveying and other preservation projects. The hotel/motel tax is the only local tax that can be used for preservation purposes.

Lead implementer:

Target year:

3. Fully implement existing legislation (RCW 27.34.310) that “give[s] authority to the office of archaeology and historic preservation to identify and record all state-owned facilities to determine which of these facilities may be considered historically significant and to require the office to provide copies of the inventory to departments, agencies, and institutions that have jurisdiction over the buildings and sites listed.” In addition, develop a strategy for the properties’ preservation and productive use. Ensure that the entities that own the property agree with and implement that strategy.

The National Park Service’s inventory of historic properties is a good model.

Lead implementer:

Target year:

4. Encourage the historic preservation community, as well as local, tribal, and state governments to officially recognize and designate our heritage resources. This will facilitate protection and enable all to enjoy these resources.

For example, challenge all jurisdictions to list their eligible sites on the National and State registers, or provide financial and/or technical assistance to communities that want to create historic districts.

Lead implementer:

Target year:

Protect And Preserve Our Resources

5. OAHP will continue to provide technical assistance for the protection of cultural resources.

Lead implementer:

Target year:

6. Continue to make historic resource survey data more accessible to the public, local, and state planning agencies, and consultants through Geographic Information Systems (GIS) and the Internet. Advertise this resource.

Lead implementer:

Target year:

7. Expand the number of jurisdictions that have information sharing agreements with OAHP. Such agreements allow OAHP to share information from its inventory. Resources can only be protected if their existence is known. Due to the sensitive nature of some cultural and archaeological resources, these agreements are necessary to ensure that this sensitive information is carefully controlled. Emphasize to those jurisdictions that if the inventory has no data for a particular site it does not mean that there is no resource, just that the site has not yet been surveyed.

Lead implementer:

Target year:

GOAL F

EFFECTIVELY INCREASE KNOWLEDGE OF OUR HERITAGE AND ITS IMPORTANCE FOR OUR STATE

Market And Promote Historic Preservation To Targeted Audiences

1. Annually create and/or promote one highly visible, hands-on preservation project as a means of generating public enthusiasm for historic preservation. Advertise widely.

Lead implementer:

Target year:

2. Develop and implement a major public relations campaign targeted at audiences that can significantly benefit from historic preservation and/or significantly help with preservation efforts. Until resources are available for such a campaign, start by communicating the benefits and opportunities of historic preservation to these targeted audiences through press releases, newsletters, trainings, the Internet, and other methods.

Lead implementer:

Target year:

3. Continue awards programs to honor businesses and individuals for outstanding preservation efforts. Pursue other opportunities and venues to honor historic preservation achievements. Attempt to coordinate OAHP's awards programs with other award programs within the historic preservation community.

Lead implementer:

Target year:

Celebrate Our Heritage

4. Encourage more participatory events during National Historic Preservation Week.

For instance, solicit historical societies and museums to highlight the connection between their mission and historic preservation and to incorporate historic preservation into their exhibits and programs; or encourage THPOs and CLGs to hold events such as a "Do You Know Your Community's Heritage?" contest; or a "Kiss Your Favorite Historic Building Hour". Encourage and help them publicize these events.

Lead implementer:

Target year:

5. Foster and participate in celebrations and programs that highlight Washington's diverse heritage.

Lead implementer:

Target year:

Use The Web And Media Effectively

6. Develop and promote a web-based clearinghouse of historic preservation information and technical assistance for citizens interested in historic preservation.

Examples of information on this site: "What to do if you find an archaeological or burial site on your property?"; "How do you list a building on the state and national register?"; "Can you modify a building that is on the national or state register?"; and "Funding sources available for rehabilitation of an owner-occupied historic building".

Ensure that this and other web-based historic preservation information is easily found using a search engine, easily navigated, and contain links to each other. In particular, this should be a priority for the actions in this plan that require the creation or expansion of web resources. (i.e., Goal A, actions 2b and 2c; Goal C, action 2; Goal D, actions 1 and 2; Goal E, action 6, and Goal F, action 6.)

Lead implementer:

Target year:

7. OAHP shall distribute a press release to relevant publications each time a resource is listed on the state or national register as well as at the beginning and upon completion of

every historic preservation project using state or federal dollars. Encourage all organizations to do the same, whether or not public monies are expended.

Lead implementer:

Target year:

Provide Education And Training To Specific Groups

8. OAHP will continue to conduct workshops and training programs on preservation topics targeting specific groups to help them better understand the issues, the value of preservation, and the tools and incentives available to facilitate preservation. To make these workshops and training programs more effective, the types of workshops and trainings most needed should be assessed on an annual basis. Develop programs that provide the needed education to the groups that would most benefit and that are most interested in the topic.

Lead implementer:

Target year:

9. Promote preservation education within schools by developing and promoting “units” on historic preservation and archaeology that can be integrated into the classroom curriculum at selected grades. As part of these units, students should be encouraged to research and write about places in their own communities. Perhaps instituting a statewide contest to showcase these histories.

Lead implementer:

Target year:

IMPLEMENTATION STRATEGY

A paramount concern of both the Plan Steering Committee members and the public process participants was that the action items in this plan be achievable. To accomplish this, the PSC felt it was critical that the interest and momentum generated as the plan was developed not dissipate once the plan was finalized and printed. It seemed clear that some type of mechanism was necessary in order to maintain the visibility of the plan and to ensure that on-going attention is focused on achieving the action items within the plan.

The Preservation Collaborative

After much thought, the PSC determined that the best mechanism to accomplish these objectives would be a formal agreement by members of the historic preservation community to work together to implement the plan. That is, to create a collaborative of organizations and agencies that represents the wide range of historic preservation interests throughout Washington state. The PSC decided to become this collaborative by broadening its membership to ensure it represents the full range of preservation interests and geographic areas throughout the state and by drafting a working agreement for the members. Consequently, the Preservation Collaborative was created. The Collaborative is not a new organization or layer of government; it is simply an agreement of the member organizations to provide needed support to achieve the shared goal of implementing the plan.

The Preservation Collaborative Mission

The Preservation Collaborative's mission is to further the vision and goals of the *Strengthening Communities Through Historic Preservation* by accomplishing its action items. In addition to accomplishing discrete action items, it is hoped that the Collaborative's cooperative efforts will help create a more broad-based, cohesive, and vibrant historic preservation movement. The purpose of the Preservation Collaborative is to do the following:

Purpose of the Preservation Collaborative

- a. Provide oversight and monitor progress toward implementing the plan. For instance, select the actions that the Collaborative will focus on each year.
- b. Identify performance measures for each selected action item
- c. Facilitate partnerships and provide needed support to the lead implementers of the selected action items.
- d. Assist OAHP in reporting to the National Park Service on the progress in implementing the various facets of the plan. Currently, the National Parks Service requires OAHP to report on the implementation of the plan by providing them with two reports: 1) Annual Action Plan and 2) Annual Achievements and Efforts in Progress.

- e. Revise the plan as needed to keep the Action Agenda current and relevant.
For instance, an action item may need to be modified, deleted, or added so that the plan's goals and vision can be more effectively achieved.
- f. Maintain the visibility of the plan and of historic preservation in general.

Further information about the Preservation Collaborative is available on (*the actual web page where this information will reside is still being determined*).

HOW YOU CAN HELP PRESERVE OUR HERITAGE

It will take the participation of many people throughout Washington state to fully implement the historic preservation plan. The following are just a few suggestions of how individuals, businesses, non-profit organizations, tribal, county and local governments, and state agencies can help implement the plan.

Individuals

- Visit a historic site; volunteer to work on a historic preservation project
- Learn more about the history of your community and your home
- Tell your children, grandchildren, friends and colleagues about the importance of preservation
- Buy and restore a historic house
- Patronize downtown businesses and events
- Join historical societies and preservation organizations;
- Attend a historic preservation celebratory event
- Vote for a candidate who supports historic preservation, or run yourself

Businesses

- Keep or locate your business in an older downtown area
- Rehabilitate historic properties
- Support special improvement districts, historic districts, and façade improvement programs that benefit historic preservation
- Take advantage of federal preservation tax credits and Washington's special valuation program
- Participate in the federal Main Street program or Washington's Downtown Revitalization program

Non-Profit Organizations

- Acquire and restore historic buildings
- Educate the public about the values and benefits of preservation
- Develop heritage tourism attractions
- Advocate for better preservation funding, regulations, and incentives
- Volunteer to take the lead on implementing an action item in this plan

Local and County Governments

- Adopt flexible zoning, create historic districts, adopt the Washington Historic Building Code, work with tribal governments on land use policies and developments on traditional cultural lands, and other methods of fostering historic preservation
- Conduct heritage resource surveys
- Enter into an information sharing agreement with OAHP to become aware of all the archaeological sites that OAHP has in its database.
- Adopt historic preservation plans, ordinances, and tax incentives
- Levy a hotel/motel tax and apply the funds available from this tax to preservation projects. Only counties can do this and it is the only local tax that can be used for preservation.

Tribal Governments

- Continue to preserve your heritage resources and oral traditions; Share your success stories
- Accept federally recognized responsibility for preserving heritage resources on tribal lands by becoming a Tribal Historic Preservation Officer (THPO)
- Work with local governments on land use policies and developments on traditional cultural lands

State Agencies

- Incorporate historic preservation goals and actions into your agency's plans
- Ensure that that your agency knows of the historic properties it manages and have a strategy for their maintenance and productive use
- Locate offices in a historic building

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